

Message Text

PAGE 01 TOKYO 10836 060917Z

14-11

ACTION EA-10

INFO OCT-01 ISO-00 H-02 L-03 A-01 SS-15 NSC-05 SSO-00

NSCE-00 EB-07 /044 W

----- 095319

O 060658Z AUG 75

FM AMEMBASSY TOKYO

TO SECSTATE WASHDC IMMEDIATE 2272

INFO DOD WASHDC IMMEDIATE

89TH MAW ANDREWS AFB IMMEDIATE

COMUSJAPAN YOKOTA, JAPAN IMMEDIATE

CINCPAC HONOLULU, HAWAII IMMEDIATE

CINCPACAF HICKAM AFB IMMEDIATE

OSAF WASHDC IMMEDIATE

CHIEF OF LEG, AFF, NAVY WASHDC IMMEDIATE

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E.O. 11652: GDS

TAGS: MARR, JA, OREP, OVIP

SUBJECT: CIVILIAN VIP USE OF TOKYO AREA AIRPORTS

STATE FOR H, EA/J (FOR SHERMAN), EA/PRCM (FOR ARMSTRONG)

DOD FOR ISA

CINCPAC FOR POLAD

OSAF FOR OFFICE OF VICE CHIEF OF STATE

REFS: A. STATE 181437

B. 89TH MAW ANDREWS AFB, 010050Z AUG 75

C. STATE 177056

D. CHIEF OF LEG. AFF. NAVY 241429Z JULY 75

E. STATE 179588

1. RECENT DIFFICULTIES WITH US MILITARY AIRCRAFT CARRYING
JDRP DELS OR HIGH-RANKING AMERICAN CIVILIANS WHICH HAVE BEEN
SCHEDULED
TO ARRIVE OR DEPART JAPAN VIA YOKOTA AIRBASE LEAD EMBASSY
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PAGE 02 TOKYO 10836 060917Z

TO URGE STRONGLY THAT ALL SUCH GROUPS TRANSIT AT TOKYO BE
ROUTED THROUGH HANEDA INTERNATIONAL AIRPORT RATHER THAN YOKOTA
WHERE CONVENIENCE OF THE GROUP FAVORS SUCH ROUTING. REASONS
ARE ENUMERATED BELOW.

2. MOST COMPELLING REASON IS SIMPLE GEOGRAPHY. HANEDA INTERNATIONAL LIES (DEPENDING ON TRAFFIC CONDITIONS) 25-45 MINUTES FROM EMBASSY AND MOST LIKELY DOWNTOWN LODGING FOR CIVILIAN VIP'S. YOKOTA AIRBASE, HOWEVER, LIES 90 MINUTES TO TWO HOURS AWAY FROM EMBASSY BY UNSCENIC DRIVE WHEN DISTANCE

OF YOKOTA FROM DOWNTOWN TOKYO IS FACTORED INTO EARLY MORNING OR LATE EVENING DEPARTURES OF VIP'S, THEIR REACTION IS RARELY FAVORABLE. FOR EXAMPLE, CODEL PERCY (A 17-MEMBER DELEGATION OF DISTINGUISHED SENATORS, CONGRESSMEN AND THEIR WIVES, SEE REFS A AND B) WAS EXCEPTIONALLY DISPLEASED BY 0500 AM REVEILLE NECESSARY TO MEET 0800 AM YOKOTA DEPARTURE.

3. TRANSPORTATION TO HANEDA INTERNATIONAL IS NO PROBLEM. FLEETS OF AIR-CONDITIONED LIMOUSINES, BUSES, TAXIS AND EMBASSY CARS REGULARLY PLY THE ROUTE FROM DOWNTOWN TOKYO TO HANEDA. MISHAPS EN ROUTE ARE RARE AND RELATIVELY EASILY CORRECTED. NOT SO WITH YOKOTA FOR WHICH NO REGULAR OR FREQUENT COMMERCIAL TRANSPORTATION APPROPRIATE FOR VIP'S IS AVAILABLE. THE SURFACE ROUTE TO YOKOTA ALSO INCLUDES AT LEAST ONE MAJOR BOTTLENECK WHERE UNEXPECTED ADVERSE TRAFFIC CONDITIONS CAN EASILY THROW TIGHT VIP SCHEDULES AWRY. IN ADDITION, YOKOTA AIRBASE HAS SECURITY PROBLEMS ASSOCIATED WITH THE USE ON BASE OF LOCAL COMMERCIAL TRANSPORTATION. HANEDA HAS NO SUCH PROBLEMS.

4. HANEDA IS WELL-EQUIPPED WITH GOJ CUSTOMS, IMMIGRATION, AND QUARANTINE (CIQ) PERSONNEL WHO MAINTAIN AROUND-THE-CLOCK COVERAGE. EXPEDITED CLEARANCE FOR VIP'S THROUGH CIQ IS THUS NO PROBLEM AND CAN OFTEN BE EFFECTED WITHIN 10-20 MINUTES. THIS IS NOT CASE WITH YOKOTA, WHERE A SMALL CIQ OFFICE OUTSIDE BASE AREA PROVIDES CIQ SERVICES FOR PERSONNEL TRANSITING YOKOTA. PROCESSING OF LARGE GROUPS TAKES LONGER THAN AT HANEDA. OUTSIDE NORMAL HOURS, PERSONNEL OF SMALL CIQ OFFICE MUST BE SUMMONED FOR ODD-HOUR DEPARTURES OR ARRIVALS AND GROUPS MAY CONSEQUENTLY ENCOUNTER SOME DELAY.

CONFIDENTIAL

PAGE 03 TOKYO 10836 060917Z

5. USE OF YOKOTA FOR CIVILIAN VIP'S IS COMPLICATED BY LONG-STANDING USG-GOJ DISAGREEMENT OVER INTERPRETATION OF PROVISIONS OF US-JAPAN SOFA AS APPLIED TO US GOVERNMENT FLIGHTS SUPPORTING WHAT GOJ UNILATERALLY INTERPRETS AS USG CIVILIAN OPERATIONS HAVING NO CONNECTION TO SECURITY TREATY ON WHICH SOFA IS BASED. RELEVANT POSITION OF SOFA, ARTICLE V PARAGRAPHS 1 AND 2 READ,

BEGIN TEST: QTE 1. UNITED STATES AND FOREIGN VESSELS AND AIRCRAFT OPERATED BY, FOR, OR UNDER THE CONTROL OF THE UNITED STATES FOR OFFICIAL PURPOSES SHALL BE ACCORDED ACCESS TO ANY PORT OF AIRPORT OF JAPAN FREE FROM TOLL OR LANDING CHARGES. WHEN CARGO OR PASSENGERS NOT ACCORDED THE EXEMPTIONS OF THIS AGREEMENT ARE CARRIED ON SUCH VESSELS AND AIRCRAFT, NOTIFICATION

SHALL BE GIVEN TO THE APPROPRIATE JAPANESE AUTHORITIES, AND THEIR ENTRY INTO AND DEPARTURE FROM JAPAN SHALL BE ACCORDING TO THE LAWS AND REGULATIONS OF JAPAN.

2. THE VESSELS AND AIRCRAFT MENTIONED IN PARAGRAPH 1, UNITED STATES GOVERNMENT-OWNED VEHICLES INCLUDING ARMOR, AND MEMBERS OF THE UNITED STATES ARMED FORCES, THE CIVILIAN COMPONENT, AND THEIR DEPENDENTS SHALL BE ACCORDED ACCESS TO AND MOVEMENT BETWEEN FACILITIES AND AREAS IN USE BY THE UNITED STATES ARMED FORCES AND BETWEEN SUCH FACILITIES AND AREAS AND THE PORTS OF AIRPORTS OF JAPAN. SUCH ACCESS TO AND MOVEMENT BETWEEN FACILITIES AND AREAS BY UNITED STATES MILITARY VEHICLES SHALL BE FREE FROM TOLL AND OTHER CHARGES. UNQTE. PLACING EMPHASIS ON LATTER PORTION OF PARA 1, FONOFF INTERPRETS USE OF YOKOTA TO DEBARK OR LOAD CODELS OR CIVILIAN VIP'S TO BE IN DIRECT VIOLATION OF US RIGHTS UNDER SOFA AND IS INCREASING GOJ RESISTANCE TO THIS PRACTICE. OUR INTERPRETATION, WHICH EMPHASIZES FIRST PART OF PARA 1, AND ALL OF PARA 2 HAS BEEN THAT WE HAVE RIGHT TO USE YOKOTA (OR ANY OTHER US MILITARY AIRFIELD IN JAPAN) FOR SUCH PURPOSES AS LONG AS AIRCRAFT AND CREW BELONG TO OR ARE ON CONTRACT TO USG, REGARDLESS OF PURPOSES FOR WHICH PASSENGERS ARE BEING CARRIED. IF PASSENGERS DO NOT HAVE SOFA STATUS, US IS THEN REQUIRED TO INFORM GOJ AUTHORITIES SO THEY CAN ADMINISTER CIQ.

6. PROBLEM IS FURTHER COMPLICATED BY MINISTRY OF TRANSPORT REQUIREMENT FOR 10-DAY ADVANCE NOTICE OF US FORCES AIRCRAFT INTENT TO LAND AT HANEDA (CURRENTLY ONE OF WORLD'S BUSIEST AIRPORTS.)
CONFIDENTIAL

PAGE 04 TOKYO 10836 060917Z

WHILE FONOFF CONTENDS THAT THIS REQUIREMENT IS EXPRESSLY INCLUDED IN LATTER PORTION OF SOFA ARTICLE V, PARA 1, USFJ CONTENDS ARTICLE V PRECLUDES APPLICATION OF TEN-DAY NOTICE REQUIREMENT TO USG AIRCRAFT AND THAT NOTIFICATION OF GOJ IN ACCORDANCE WITH MINISTRY OF TRANSPORTATION REQUIREMENT SETS PRECEDENT WHICH MAY RESULT IN GOJ DENIAL OR APPROVAL OF MILITARY FLIGHTS BASED ON GOJ INTERPRETATION OF WHETHER OR NOT FLIGHT HAS CONNECTION WITH SECURITY TREATY. MAC HAS NO OBJECTION TO LANDING EITHER AIRPORT BUT IN ALL CASES WILL CREW-REST AIRCRAFT AT YOKOTA FOR SECURITY REASONS. WITH REGARD TO VIP VISITS, USFJ AND EMBASSY AGREE THAT PRINCIPAL CRITERION FOR CHOICE OF YOKOTA OR HANEDA SHOULD BE CONVENIENCE FOR VIP'S SCHEDULE. EMBASSY AND USFJ ARE ALSO IN AGREEMENT THAT POLICY OF USING HANEDA WHENEVER CONVENIENT IS IN BEST LONG-TERM INTEREST OF USG AS WELL AS ONLY WAY TO INSURE SMOOTH HANDLINGS OF CODELS AND CIVILIAN VIP'S WHILE USG AND GOJ DIFFERING SOFA INTERPRETATIONS REMAIN UNRESOLVED.

7. FOR INFORMATION OF ADDRESSEES DURING REMAINDER OF AUGUST AND EARLY SEPTEMBER EMBASSY IS EXPECTING FIVE MORE CODELS WHICH ARE SCHEDULED TO ARRIVE OR DEPART FROM YOKOTA INCLUDING CODELS WOLFF, ADDABBO, CEDERBER, JAVITS AND FINLEY (REFS C, D, AND E).

ONLY CODEL ADDABBO DEPARTURE FROM YOKOTA APPEARS CONVENIENT.
EMBASSY RECOMMENDS THAT ALL THESE SCHEDULED ARRIVALS OR DEPARTURES
AT YOKOTA WHICH WOULD BE LESS CONVENIENT FOR CODELS BE CHANGED
TO HANEDA.

8. BELEIVE ACTION RECOMMENDED WILL NOT COMPROMISE USG POSITION
MENTIONED PARAS 5 AND 6 ABOVE. FONOFF WILL BE INFORMED USE
OF HANEDA INSTEAD OF YOKOTA IS DUE TO FACTORS INCLUDED PARAS
2 THRU 4 ABOVE.

9. USFJ AND DEFENSE ATTACHE OFFICE CONCUR.
SHOESMITH

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